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The purposes of this study were to determine what information on basic police training programs was available and to determine the status of such police training. A literature review was completed on police functions, police training, basic police training curriculums, professional police journals, and curriculum textbooks. Chapter titles are "Description of the Distribution of Police Training," "The Basic Police Training Curricula," "The Evaluation of Curricula." Some broad characteristics of police training in the United States include: (1) A country-wide effort is being made to provide effective police training. (2) Program quality is directly proportional to community size. (3) Curriculums are uniform across the country. (4) Curriculums are basically skills oriented. (5) Both formal and informal systems operate to select content. (6) Curriculums are most often organized on the basis of subject matter. (7) The typical educational method is the lecture. (8) Curriculum evaluation is practically nonexistent. (9) Police training leaders are aware of needed improvements. (EM)

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LAW ENFORCEMENT TRAINING PROJECT

INITIAL CURRICULUM STUDY

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LAW ENFORCEMENT TRAINING PROJECT
U. S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE

GRANT NO. OEG-1-7-062840-2717

"DEVELOPMENT OF MULTI-MEDIA PROGRAMMED INSTRUCTIONAL MATERIALS FOR THE TRAINING OF LAW ENFORCEMENT OFFICERS"

THE INITIAL STUDY OF PUBLISHED MATERIAL TREATING BASIC POLICE TRAINING CURRICULA AND THE PARTIAL EVALUATION OF THIS MATERIAL

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Submitted to:

State of New Jersey
Police Training Commission
New Jersey Department of Education
Division of Vocational Education

State of New Jersey

DEPARTMENT OF LAW AND PUBLIC SAFETY

POLICE TRAINING COMMISSION

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EXECUTIVE SECRETARY

November, 1967

Dear Reader:

The report that follows is the initial study of this Project. It is intentionally limited in its scope. It is an attempt to pull together the published work in this particular field and therefore does not explore new ideas.

Such a review is a necessary foundation for more advanced research. If this study provides the basis and provokes the questions that will produce such future research, it will have accomplished its purpose.

We hope for and invite disagreement and argument. The more the better. From such study, dispute, questioning and research the field will be advanced.

Sincerely yours,

Ralph Green

Ralph Green
Director
Law Enforcement
Training Project

This Law Enforcement Training Project is under the general supervision of

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Acknowledgments...

When a study, such as this one, is undertaken with limited resources and heavy time pressures, more than normal burdens are placed upon the persons involved. What success has been achieved is the result of efforts beyond the formal obligations of these people.

Mrs. Geraldine Schaeffer brought to a field strange to her a fresh and provocative viewpoint and an uncommon dedication to the carefulness and the quality of her research.

The attention to detail and the efficiency of Mrs. Veronica Geiger's work was invaluable.

We thank all the persons consulted who gave freely of their valuable time to assist in gathering the information for this study.

Ralph Green

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INTRODUCTION

The Law Enforcement Training Project was initiated by the Police Training Commission of the State of New Jersey. It is funded by a grant from the United States Office of Education through the New Jersey State Department of Education, Division of Vocational Education.

The Commission which is responsible for setting and maintaining standards of police training in the State of New Jersey has investigated many new methods of training police. In its efforts to create effective programs, the Commission is conducting research in designing police training curricula and is also experimenting with new systems utilizing progressive educational technology.

The Division of Vocational Education through its Research and Development Branch provides guidance and assistance in these efforts to improve police training in New Jersey.

The Training Project is charged with specific objectives closely related to the work of the Commission. The major objective currently is to study basic police training curricula in the

United States and, within the Project's physical limits, to evaluate them and to make recommendations for a model training curriculum. A second objective is to produce instructional materials in a specified subject in basic police training for two specially equipped classrooms used by the Commission. The study of police training curricula is the subject of this report.

To conduct this curricula study most efficiently, a plan was devised that promised to be workable within the time and budget limits of the Project. Briefly, the plan is as follows:

a. To examine the available literature in the field of police training including recent surveys and basic police training curricula. The available literature includes published as well as unpublished material. The published material includes reports from police departments and training boards, mimeographed surveys of police training, course title listings, unpublished Masters' theses and raw data. Such unpublished material is included because it is as relied upon by the police as published works are by educators.

This examination of the literature should reveal the state of police training.

b. To consult with a limited number of police training and education experts from different geographical areas and from different kinds of agencies. Such consultations should reveal the current thinking concerning police training.

c. To evaluate by comparing the results of these consultations with our conclusions based upon the examination of the literature.

d. To determine if it is possible to derive a "national consensus" curriculum.

e. To make recommendations for a plan to develop a model curriculum based on the advice of police and civilian consultants.

This initial report deals with the results of (a) and (b) and makes a preliminary rough evaluation.

Certain broad characteristics of police training were identified as a result of this study. They are briefly:

a. A great country-wide effort is being made in the United States to provide effective police training. It is being made by many kinds of agencies and it is shaped into programs that vary widely in time allotted for training, the content of the curriculum, the organization of the training program, and the methods of instruction. In general, the picture varies from

highly organized, efficient, progressive training efforts to almost none at all.

b. Throughout the country the larger communities provide more adequate training programs than the smaller communities.

c. There is a striking similarity in curriculum topic listings. Course titles and lists of subjects vary little from one geographical section to another. It is difficult, however, to determine what is taught and what is learned in the classroom in terms of subject content and desired changes in attitudes and behavior.

d. The content of the curriculum is basically skills-oriented. There is little evidence of practice in problem solving, in learning the use of discretion and authority, and in learning the role of the police in society.

e. The methods of selecting curriculum content are difficult to determine from the literature. There is no indication of how the majority of agencies select content. The impression is of great variation. The methods vary from highly formal to informal systems of selecting curriculum content.

f. The most common method of organizing the curriculum is to use the subject-oriented approach.

g. Wide diversity of instructional techniques was noted. However, the bulk of all police training utilizes the traditional classroom lecture method. There are isolated efforts to use other techniques.

h. Formal, systematized, professional evaluation of training is almost unmentioned in the literature. Obviously, a great need exists for establishing valid techniques and standards for evaluating training programs.

i. The leaders in the field are acutely aware of the need to improve training and are actively trying to do so. It is important that the uncoordinated attempts at solving police training problems be organized, systematized, centralized and given direction in order to achieve the maximum results.

The opinions held by the leading police training specialists consulted were confirmed by our examination of the literature.

The literature, however, does not constitute any substantial body of formal research in curriculum development. The police trainer has no great body of accepted and tested

theory, validated knowledge and professional educational experience upon which to base his efforts. Very little has been done concerning systematic curriculum development, research and construction. The basic questions of what to teach, how to teach it and whom to teach are as basic for the police trainer as they are for any school curriculum planner.

The bulk of statistical data as it relates to the content of police training curricula was found in the survey undertaken by the I.A.C.P. and in the survey conducted by Patrick V. Murphy, Assistant Director, Office of Law Enforcement Assistance, Washington, D.C. The raw data of the I.A.C.P. study will be more closely analyzed in the next study. For this analysis a computer will be used.

The format of this report was determined by the characteristics cited by curriculum specialists as the essential elements of all curricula, no matter what their design. Taba summarizes the characteristics as follows: "A curriculum usually contains a statement of aims and of specific objectives; it indicates some selection and organization of content; it either implies or manifests certain patterns of learning and teaching, whether because the objectives demand them or because the content organization requires them. Finally it includes a program of evaluation of the outcomes."[1] Each of the essential characteristics has been allotted presentation in this report.

Chapter I, "The Problem and Definitions of Terms Used," states the purpose and limitations of this report. A discussion of the importance of making such a study before making recommendations for improving training is presented. The terms used in this report are then defined.

Chapter II is devoted to the distribution of police training in the United States.

Chapter III Section A describes the content of the curriculum. Section B deals with both the informal and formal methods of selecting curriculum content including the method of relating curriculum content to a philosophy or statement of aims and specific objectives. Section C discusses the methods of organizing curriculum content. In Section D, "The Methods of Instruction," patterns of learning and teaching are discussed.

Finally, in Chapter IV, a summary of the literature treating the evaluation of police training curricula is presented.

CHAPTER I

THE PROBLEM AND DEFINITIONS OF TERMS USED

In the "good old days," when the customary approaches for training novice policemen were the buddy system and advice from the veteran, the acceptable approaches for improving training were rule-of-opinion or what-the-neighbors-do. While these methods were useful and suitable for the time, ferment in society today has caused so many new problems for law enforcement that despite great effort to improve training an even more intense effort is needed.

In the light of accepted curriculum theory, improving training involves studying carefully what is currently being done in the field.[2] This approach, which is accepted by professional educators, can be utilized for police training by examining what is currently being done to train new policemen. In order to determine what is currently being done, it is necessary to analyze previous

and current published work on the construction and evaluation of basic police training curricula. This report presents the information resulting from such an analysis.

A. The Problem

1. Statement of the problem

The purpose of this report was to determine:

a. What literature treating basic police training is available.

b. What the state of police training is from the available literature.

2. Delimitations

The scope of this report was such that it would include publications dealing with police functions, police training, printed basic police training curricula, professional police journals, and educational publications. The titles were selected with emphasis on more recent works.

The bibliography consisted of the following titles:

a. Police functions

Bordua, David J. (ed.). The Police: Six Sociological Essays.

Clift, Raymond E. Guide to Modern Police Thinking.

Germann, A. C. Police Personnel Management.

Leonard, V. A. Police Organization and Management.

Parker, W. H. Parker on Police.

President's Commission on Law Enforcement and the Administration of Justice. The Challenge of Crime in a Free Society.

_____. Task Force Report: The Police.

b. Police training

Bancroft, Raymond L. "Municipal Law Enforcement, 1966." Nation's Cities, February, 1966.

Cone, Elmer C. "Evaluation of Police Training Programs." (Mimeographed.)

Culloo, Leo A. "Administrative Problems in Establishing a State-Wide Police Training Program in New Jersey for Recruits." Unpublished Master's thesis.

Frost, Thomas M. A Forward Look in Police Education.

International Association of Chiefs of Police. "Survey of 88 Agencies." Unpublished data.

International City Managers' Association. Municipal Year Book, 1966.

Murphy, Patrick V. "Police Training: A Current Survey." Unpublished survey.

O'Connor, George. "Report for the President's Commission on Law Enforcement and the Administration of Justice: Police Training." (Mimeographed.)

Olson, Bruce. "Police Training in the Metropolitan Region: Recommendations for a Regional Approach." (Mimeographed.)

Riddle, Donald. "Police Training and Education in Denmark, Sweden, Norway, the Netherlands and England." (Mimeographed.)

Wetteroth, William. "Variations in Trait Images of Occupational Choice Among Police Recruits before and after Basic Training Experience." Unpublished Master's Thesis.

c. Curricula

Printed curricula from the following agencies were studied:

Cincinnati Police Academy

Chicago Police Department: Training Division

Illinois Local Governmental Law Enforcement Officers Training Board

Los Angeles Police Department: Training Division

New Jersey Police Training Commission

New York City Police Academy

Ohio Peace Officers Training Council

St. Louis Police Academy

New York Municipal Police Training Council

d. Professional police journals

The Police.

The Police Chief.

The Police Year Book 1963 - 1967.

e. Education

Anderson, Vernon E. Principles and Procedures of Curriculum Development.

Goodlad, John I. The Changing School Curriculum.

Oliver, Albert I. Curriculum Improvement: A Guide to Practices and Procedures.

Saylor, J. Galen and Alexander, William M. Curriculum Planning: For Better Teaching and Learning.

Taba, Hilda. Curriculum Development: Theory and Practice.

What is obvious from reviewing the bibliography is that it is one-sided. The policeman's point of view predominates. Few references are made to sources outside the police field thus bypassing any additional information that non-police persons such as educators, psychologists or sociologists might offer for analyzing and evaluating the existing police training curricula. Also bypassed are clues which these specialists could offer to police personnel for designing basic police

training curricula. It is hoped that reference could be made to Dissertation Abstracts, the Education Index and the Encyclopedia of Educational Research to broaden the viewpoint and to provide additional insight into curriculum study. There must be valuable information therein which can be found if time, personnel, and facilities are available.

3. Importance of the study

The recent riots, the Federal Bureau of Investigation report that crime has increased by 17 per cent since the first half of 1966,[3] the reports that a serious offense occurs every 15 seconds and that the annual crime bill costs $22 billion[4] have demonstrated the need for improved training to increase the police officer's ability to perform his complex role.

In addition to the above mentioned problems acting as an impetus to improve training programs, the current effort to professionalize police work places added emphasis on improved training. The kinship between police work and the work done by professionals such as

doctors and lawyers is that "police work does not consist of a standardized product or service but consists rather of the application of general principles to the specific problems of the citizens served by the department."[5] To gain knowledge of the general principles necessary to resolve the specific problems, the police officer must be well trained. J. Edgar Hoover recognized the importance of training as a means of achieving professional status when he said, "The struggle of law enforcement to raise its standards and earn the right to the term 'profession' has been a long, difficult and continuous one. The gains which have been made toward achieving the goal are the result, chiefly, of one factor. That factor is training."[6]

According to educators (such as Anderson, Oliver, and Taba) curriculum study is important as a means of improving learning experiences for students. The need for systematic curriculum study is also recognized by police training specialists such as Thomas M. Frost of the Chicago Police Department. He claims that a curriculum study enables the training specialist "to see

that the subject matter as taught in the Police School fulfills the needs of the police officers in the field."[7]

It has been agreed that the first step necessary for improving basic police training curricula must be a study of published basic police training curricula and the publications treating them. By carefully examining the available literature, it should be possible to determine the following points: the distribution of basic police training in the United States, the content of the curricula, and the methods of selecting, organizing, and presenting the curricula.

Once the training programs have been determined the national consensus would reveal what is now considered necessary in a basic training program. Then it would be possible for future researchers to determine how formal training prepares police recruits to meet actual problems besetting police departments. Deficiencies in training could be identified by future research and recommendations for improving the training program could be made more efficiently.

To date, no completed comprehensive curriculum study

of basic police training programs across the nation has been found in the search of available literature. A partially completed survey (which will be called the "I.A.C.P. 88 Agency Survey") conducted by the International Association of Chiefs of Police of course offerings from a representative sampling of 88 police agencies was located. From the topical breakdown of course offerings, it will be possible to code the data for computer tabulation and further analysis. A partial summary of this survey and the possible information which could be derived from completing the analysis of this survey will be presented later in this report.

The President's Commission calls the greatest need of law enforcement "the need to know."[8] This study attempts to fulfill one facet of this need.

B. Definitions of Terms Used

Basic Police Training. Basic police training, commonly referred to as recruit training, refers to the

training usually offered immediately upon appointment and preceding active assignment.

Curriculum. This term refers to the courses of study designed for training recruit policemen.

I.A.C.P. 88 Agency Survey. In this report, the "I.A.C.P. 88 Agency Survey" refers to a partially completed survey conducted by the International Association of Chiefs of Police of course offerings from a representative sampling of 88 police departments.

Job Analysis. A job analysis is "a scientific study and a statement of all the facts about a job which reveal its contents and the modifying factors which surround it."[9]

President's Commission. This term refers to the President's Commission on Law Enforcement and the Administration of Justice.

Project. This term refers to the Law Enforcement Training Project which is sponsored by the New Jersey State Department of Education and the New Jersey Police Training Commission.

Training. Training refers to the instructional processes designed for equipping police officers with the skills and attitudes needed for performing the duties of a law enforcement officer.

CHAPTER II

DESCRIPTION OF THE DISTRIBUTION OF POLICE TRAINING

To provide a frame of reference for analyzing basic police training curricula, the distribution of recruit training had to be determined. The Task Force Report: The Police briefly treats this topic:

> In 1965, a survey of 1,352 cities conducted by the International City Managers' Association found that 1,135 of these cities conducted some type of recruit training for their police officers. A recent survey of 269 law enforcement agencies by the National League of Cities, conducted in 1966, reported that 97 per cent of the agencies surveyed had formal training. But another survey of 4,000 police agencies conducted in 1965 by the International Association of Chiefs of Police revealed that 85 per cent of the officers appointed were placed in the field prior to their recruit training.[10]

An examination of the sources mentioned in the Task Force Report reveals some discrepancies. Differences, however, may be the result of variations in interpretation. A review of the sources follows.

A. Survey Conducted by the National League of Cities

Raymond L. Bancroft, in his survey of 269 police agencies for the National League of Cities, revealed that 50 per cent of the agencies provide training programs of at least 200 hours in length. Only eight agencies or 3 per cent reported no formal period of recruit training for police officers.[11]

B. Survey Conducted by the International City Managers' Association

As reported in the Municipal Year Book, 1966, a survey conducted by the International City Managers' Association of 1,352 reporting cities revealed 1,136 agencies or 84 per cent provide some form of training program. A greater percentage of more heavily populated cities provide training than sparsely populated cities.[12] This supports The Task Force Report: The Police which states that training needs are more pronounced for

smaller police departments which provide little or no training.[13] Also according to the International City Managers' Association, training is found to be most prevalent in the West (93 per cent of the cities over 10,000 in population have programs). The lowest percentage occurs in the South.[14]

C. Survey Conducted by George W. O'Connor

While these two surveys show the widespread existence of police training programs, George W. O'Connor's more comprehensive report on police training indicates the necessity for greater efforts in developing such programs. According to his survey of 8,000 police agencies almost 27 per cent of the agencies answering the questionnaire provide training programs of at least 200 hours in length, but almost 58 per cent of the officers hired were appointed by agencies offering programs of at least 200 hours.

This survey and the survey conducted by the International City Managers' Association emphasize that the larger agencies dealing with the larger communities developed more extensive formal recruit training programs. According to George W. O'Connor, this is quite contrary to the need for training. He states that the small town officer's preparation should be even more extensive than a city officer's. A patrolman in the large city can rely on specialists to perform many police tasks. The rural or suburban policeman must deal with all duties and responsibilities himself.[14a]

Although training prior to service in the field is admittedly desirable, almost 51 per cent of the cities responding to the survey provide training "as soon as possible." Of these, about one third, or less than 15 per cent of the cities responding, provide recruit training prior to active service. Therefore, it may be assumed that "it is not uncommon for departments to hire men without the immediate prospect of a recruit training program being available."[15] This survey supports the report from the President's Commission that "the total training effort in this country, when related to the complexity of the law enforcement task, is grossly inadequate."[16]

CHAPTER III

THE BASIC POLICE TRAINING CURRICULA

If the United States had a highly centralized law enforcement training system with a relatively uniform program, it would be simple to explain what the curriculum includes. Local determination of police training programs, however, has produced differences in curriculum practice making it difficult to discover what is included in the curriculum. Some departments, for instance, have no formal training period while others have developed extensive formal programs. (Newark, New Jersey, a moderately sized community, has a 540 hour program.) Some departments have no field training period; others emphasize field training. Most organize the curriculum according to subject, but others have developed other emphases in curriculum organization. In some departments, "the instructor usually is left only with the formal definition of police authority, and this is often

communicated to the trainee by reading statutory definitions to him."[17] In other departments attempts are made to simulate field problems to "give each recruit an opportunity to apply what he has learned in the classroom to situations comparable to those he will encounter in the field."[18]

Despite these differences, there are similarities to be noted in the content of the curriculum, the methods of selecting the content, organizing the content, and teaching the content.

A. The Content of the Curriculum

The content of the curriculum was determined by referring to two sources: "Police Training in the United States: A Current Survey" and "Survey of Subjects Offered at Selected Police Agencies and Colleges." While other sources are available, these two surveys provide a comprehensive listing of courses.

1. "Police Training in the United States: A Current Survey" conducted by Patrick V. Murphy

Patrick V. Murphy, in his survey of 84 randomly selected police departments in the United States and Canada noted the following subjects in basic police training:

1. Ethics and Conduct
2. Arrest Procedure
3. Summons Procedure
4. Investigation Techniques
5. Traffic Procedures
6. Forms and Reports
7. The Constitution and Due Process
8. Criminal Law and Evidence
9. Human Relations
10. Assemblages
11. Physical Training
12. Firearms Training
13. First Aid[19]

2. "Survey of Subjects Offered at Selected Police Agencies and Colleges" conducted by the International Association of Chiefs of Police

In the spring of 1966,[20] the International Association of Chiefs of Police conducted a more comprehensive survey of the subjects offered in departmental basic police training programs. From the responses to this survey, a composite of the subjects offered in basic

police training was determined. The scope of subjects includes the following:

a. Patrol.

Report Writing; Use of the Police Radio; Handling Juveniles; Report Forms; Defensive Driving; Patrol Techniques; Field Notebook.

b. Traffic.

Accident Investigation (class); Directing Traffic; Signals and Gestures; Traffic Violator Contacts; Motor Vehicle Commission; Driving Under the Influence (sic); Chemical Test for Intoxication; Tow Truck Procedures; Accident Investigation (Field Problem); Radar; Traffic Control; Traffic Engineering; Safety Education; Issue Citation; Motor Vehicle Inspection.

c. Investigation.

Narcotics; Sex Offenses; Auto Theft; Crime Laboratory; Burglary; Latent Prints; Finger Prints; Crime Scene Preservation; Mock Crime Scene; Vice Control; Criminal Intelligence; Collecting and Preserving Evidence; Robbery; Observation and Identification; Photography; Explosives; Criminal Investigation; Fugitive Investigation; Homicide Investigation; Disorderly Conduct; Domestic Complaints; Fraudulent Checks; Liquor Law Violations; Prowler Calls; Larceny; Assault Cases; Civil Cases; Interrogation; Crime Analysis; Missing Persons; Subversion; Drunks; Organized Crime; Receiving Stolen Property; Abandoned Autos; Arson.

d. Administration of Justice.

Laws of Arrest; Search and Seizure; Criminal Law; Testifying in Court; Evidence; Constitutional Law; Juvenile Laws; Municipal Code; Traffic Ordinances (Municipal); Court Organization; Civil Rights; State Traffic Laws; Confessions and Due Process; Role of the Police; Jurisdiction of the Federal, State and Local Government; Criminal Warrants; Case Preparation; Court Room Procedure; Civil Law; Custodial Law and Procedure; Power and Duty of the Sheriff; Prosecutor's Office and His Role; Power and Duty of the Coroner; Criminal Procedure; Moot Court; County-City Ordinances; Probation and Parole; Jurisdiction of Related Agencies.

e. Social Science.

Public Relations; Human Relations; Police Psychology; Minority Groups; Police-Press Relations; Handling Mentally Ill Persons; Criminology.

f. Police Training and Skills.

Defensive Tactics; Weapons; Police Baton; Crowd and Riot Control; First Aid; Swimming; Military Courtesy; Mechanics of Arrest; Physical Education; Approaching Vehicles; Child Birth; Public Speaking; Typing; Transportation of Prisoners; Visual Span Training; Raid Techniques.

g. Staff Services.

Uniform Measurement; Personnel Processing; Drawing Equipment; Maintaining Vehicles; Records; Communications Operations.

h. Program Time.

Greetings; Orientation; Examinations; Critique; Counseling; Graduation; Physical Examinations; Class Rules and Regulations; Civil Service.

i. General.

Note Taking; Departmental Rules and Regulations; Tour of Facilities; Department Organization; General Orders; Personnel Matters; Ethics; Mathematics; Geography; History of Police; Seminars; Spelling-English; Supervision; Civics; Budget; Jail and Booking Procedure.

j. Field Training.

Field (On-the-Job Training); Patrol Orientation; Traffic Orientation; Field-Criminal Investigation.

k. Other Agencies.

Federal Bureau of Investigation; Treasury Department; Bureau of Narcotics; State Police; Border Patrol; Secret Service; Fire Department; National Park Service; Bureau of Indian Affairs; Bureau of Immigration and Naturalization.

1. Miscellaneous.

> Dogs; Disaster Operations; Detecting Radio Activity; Fire Scene Duties; Blood Donation; Civil Defense; Animal Control Laws; Bicycle Detail; Police and the Ambulance; Anti-Communism; Basic Spanish; London Police Methods; Electrical Wires-Emergency Procedures.

What is evident from the detailed I.A.C.P. list of subjects is that police work not only demands quick reflexes and devotion to duty but mastery of a huge body of knowledge. But even more important than all the law enforcement know-how is the development of attitudes which enables the policeman to understand "the legal issues involved in his everyday work, the nature of the social problems he constantly encounters, and the psychology of those people whose attitudes toward the law are different from his."[21] A policeman must not only learn a body of knowledge. He must also develop acceptable attitudes.

B. The Selection of the Curriculum Content

In the attempt to determine how curriculum content is selected, reference was made to the available

literature. The search for systematic methods of selecting course content revealed few sources. To locate additional information, conferences were held with authorities in police training.

It was found that just as it is difficult to determine what the nature of police training is, so is it difficult to determine how the basic police training curriculum is decided. The diversity of practices again causes this difficulty. For instance, the variety of methods used by police departments for selecting the scope of the curriculum may range from an informal arm-chair analysis of the needs of the police officer to a formal systematic analysis of the policeman's job, from the tendency to adopt practices to be like one's neighbor to a careful curriculum research project to determine new curriculum practices. The selection methods employed in the informal training programs which lack a stated methodology or formalized systematic procedures will be considerably different from the methods of the more formal training programs which have a stated methodology and systematized procedures. It is relatively easier to

determine the selection methods of these more formal programs. From the existing data, it is difficult to determine how curriculum content has been decided for programs which are less systematically formulated. What is evident is that additional research must be initiated before a definitive answer can be given to the question, how is curriculum content selected in these informal situations. It is possible that certain methods might have been employed by the training specialists of the informal programs, but we have no way of proving that these methods were actually employed except by evaluating the outcomes. Therefore, one can only safely draw conclusions about the very formalized situations.

1. <u>The informal methods of selecting curriculum content</u>

   a. <u>Acting upon recommendations of authorities and national committees</u>

Though it cannot be proven from the existing literature of police training, one such informal method for selecting curriculum content appears to be for departments to adopt recommendations of prominent police authorities. Reference can be made to the authorities

such as O. W. Wilson[22] or V. A. Leonard.[23] Their suggestions for courses can be adapted to meet the individual department's needs.

The recommendations of national committees such as the President's Commission also could influence the selection of certain courses for the curriculum. For instance, the Commission makes the following recommendation:

> Police officers should be given a much more solid foundation in the fundamental principles of democratic government and the society in which we live. They should be provided with sufficient background on the growth of democratic institutions to enable them to understand and appreciate the complexity of the law enforcement task and the challenge inherent in its fulfillment.
>
> Training programs should be designed to elicit a commitment on the part of a police officer to the importance of fairness as well as effectiveness in the exercise of his authority. He must be provided with much more than has traditionally been provided in the way of guidance to assist him in the exercise of his discretion. He should be provided with a basis for understanding the various forms of deviant behavior with which he must deal. And he should be acquainted with the various alternatives and resources that are available to him, in addition to the criminal process, for dealing with the infinite variety of situations which he is likely to confront in his daily work.[24]

Also the President's Commission recommends including in recruit training such topics as civil rights, the purpose of community relations, the procedures for making arrests and field investigations, the use of weapons, riot control,[25] psychology, sociology, culture and problems of minority groups and the poor, dynamics of crowd behavior, history of civil rights movement, attitudes of various segments of the public toward the police,[26] the extent and effects of racial discrimination and how to handle violations of civil rights laws.[27] Certainly this Commission's recommendations could be utilized by police departments in selecting the content of their curricula.

From the list of the Commission's recommendations, it is apparent that a main force shaping the curriculum of basic police training is response to incidents and pressures experienced by the police. This was substantiated by an authority on police training from the I.A.C.P.

b. <u>Adopting programs from other departments</u>

Another method (generally accepted as widespread) for selecting the content of curriculum is for departments to adopt the courses offered in police training programs

in neighboring departments. This would explain the similarity in course titles even though the content or manner of presentation might not be the same in different locations.

c. Adopting the traditional and customary content

Similarity in course titles might also be explained by two other influential forces determining curriculum content: tradition and custom. Urban centers must rely on proven police knowledge for their basic training program. The report concerning "Police Training in the Detroit Metropolitan Region" states, "our assumption here is that the major police training task in the region is to provide each officer with a solid basic foundation of proven police knowledge."[28] While recognizing the need for additional research to be done in police curriculum design, the report states "that current police basic curricula are, for the most part, meeting the challenge of training policemen."[29] The underlying assumption for curriculum planners appears to be that what should be taught is now being taught.

d. Summary of informal methods

From a selection of what is recommended by the authorities, what is newly instituted in neighboring departments and what is traditionally taught, emerges an eclectic basic police training curriculum (for many police departments) rather than a systematic curriculum design following a set philosophy.

2. The formal methods of selecting curriculum content

From the available literature it was found that some departments prefer a more systematic means of selecting the content of curriculum. The following pages will present a sampling of the methods employed for the systematic selection of content.

a. Relating curriculum content to philosophy

Recognized by authorities in education (Oliver) and police training (Frost) as a major component of curriculum design is a body of general principles underlying the educational system called its philosophy. "The initial step in curriculum construction," according to Frost, "is to define the specific goals of Police

Education Program. This is known as the Statement of Philosophy."[30] It is the philosophy of a curriculum which affects the content of the curriculum,[31] the organization of the content and the methods employed in teaching the content by focusing attention upon what is important and what values are held. What is valued as important will appear in the curriculum. Recognizing the importance of philosophy in determining training practices, Glen R. Murphy of the St. Louis Police Department stated, "when a proposal is being discussed with training people, and later when it is being discussed with command officers, it is important that the philosophy of the department be ascertained."[32] By recognizing the importance of determining the philosophy, the St. Louis Police Department is then able to take the first step in the systematic selection of curriculum content, that of relating content to philosophy.

b. Relating curriculum content to the officer's task

Another recommended means of selecting the content is for departments to relate the training curriculum to the needs of the police officers, as indicated by the

nature of the police task. Both educators and police specialists recognize this approach. Oliver states that "one way of deciding what to teach is to study things that people do."[33] Frost, in his guide for establishing training programs, states that an essential step in formulating the curriculum is to study thoroughly "the prevailing job performances and duty responsibilities of those police positions for which men are being selected or are to be educated." Frost goes on to state "it must be recognized as an essential part of effective Curriculum Construction to undertake a comprehensive and thorough study of position duties and responsibilities before undertaking any program of Police Education. The results of this Job Analysis will not only reveal the basic course of study needed but it will serve as a blueprint for the step-by-step construction of the program in toto."[34]

The complex nature of the policeman's responsibilities, however, has made it increasingly difficult to define what the policeman's task actually is. In an attempt to define the policeman's role, some departments have described and analyzed the policeman's job with varying degrees of formality.

(1.) Job analyses

We were able to find reference to two formal job analyses of police service. One (of the Los Angeles Police Department) was completed in 1934 by the California State Department of Education; the other was completed in 1938 for the United States Department of the Interior.

In 1958 the Los Angeles Police Department attempted a systematic study of the tasks of the police in order to determine the number of police officer personnel required to meet "current needs." Each activity and its objective was defined. The methods of accomplishing the objective and a study of performance were also determined.[35] While there is no direct evidence that this study influenced the training curriculum, the study indicates the recognition of the need for a systematic study of police activities before sound administrative decisions can be made.

(2.) Job descriptions

In the March-April, 1962 edition of Police, Howard L. Rogers outlined the method employed by the Cincinnati Police Department to determine training needs.

According to Rogers, Cincinnati bases training on job descriptions of each employee. Within the framework of the job description are implications for training. The specific duties, responsibilities, skills, knowledge, abilities, experiences, training and education which are listed may all serve as a basis for defining training needs.[36]

From the conferences held with members of the Cincinnati Academy staff, it was learned that the curriculum derives from "experience" and the constant evaluation of training, as well as from the use of job descriptions for identifying training needs.

(3.) Awareness of general needs

The approach followed by the Illinois Local Governmental Law Enforcement Officers Training Board also indicates that deciding what to teach depends upon what policemen do. According to the "Illinois Local Governmental Law Enforcement Officers Training Board Report to the Governor (August 17, 1965-December 31, 1966)," a topic was selected for the training course, "because the Board felt training in these particular and specific

areas was needed by every new officer if he hoped to function effectively on the beat or in the squad car."[37] By making this statement the Illinois Training Board demonstrates its awareness that the needs of officers determine the training program.

c. Relating curriculum content to community needs

Besides determining what the policeman does, it might be necessary to discover what the community needs as indicated by the incidents occurring in a given group. Frost recognizes that "the Police Educator has a serious responsibility to appraise the current curriculum in terms of prevailing community needs in order to be certain that the Education Program is still adequate and appropriate."[38] It is hoped that additional study of this particular subject can be continued.

d. Relating curriculum content to qualities necessary for effective policeman

Another method for systematically selecting curriculum content is for the staff to relate the curriculum content to the qualities necessary for effective policemen. Determining these qualities, however, is difficult.

The difficulties are explained, in part, by statements made by Robert E. McCann and the President's Commission. According to Robert E. McCann, "we lack definition as to the qualities necessary in an officer as a whole." [39] The President's Commission explains that "even the most thorough departments do not evaluate reliably the personal traits and characteristics that contribute to good police work, not because they lack the desire to do so but because a technique for doing so does not exist. Clearly this is a field in which intensive research is needed."[40]

Some research has been initiated to determine the qualities and skills of effective policemen, but no evidence was found in the available literature that the results of the research have been related to any training programs.

William Wetteroth's thesis "Variations in Trait Images of Occupational Choice Among Police Recruits before and after Basic Training Experience" lists 40 traits agreed to be desirable derived from opinions expressed by veteran police sergeants. The checklist of 40 empirically derived occupational characteristics follows:

Alertness	_____	Dedication	_____
Self reliance	_____	Air of Authority	_____
Initiative	_____	Even tempered	_____
Cooperation	_____	Efficient	_____
Appearance	_____	Good Health	_____
Courtesy	_____	Common Sense	_____
Intelligence	_____	Emotional Maturity	_____
Sense of Humor	_____	Respect for Superiors	_____
Patience	_____	Physical Strength	_____
Tolerance	_____	Honesty	_____
Courage	_____	Knowledge of the Police Job	_____
Compassion	_____	Leadership	_____
Discretion	_____	Religious	_____
Good Family Background	_____	Friendly	_____
Sobriety	_____	Well Trained	_____
Integrity	_____	Practical	_____
Morality	_____	Not Naive	_____
Responsibility	_____	Studious	_____
Pleasant Personality	_____	Reliability	_____
Industrious		Well Educated	_____

Other

_____ _____ _____ _____

Of these 40 traits the recruits were to choose the 10 most important to a "good" policeman. The recruits as a group chose the following traits: alertness, honesty, common sense, intelligence, appearance, and "well trained."[41] Mr. Wetteroth explains that "the selections of the Recruits were of a more practical nature for job performance than were those of the instructors"[42] who chose the following traits: intelligence, integrity, reliability, self-reliance, and initiative.[43]

Mr. Wetteroth explains that the instructors' idealistic selections may result from "the instructors, as a group, having been away from practical police operations long enough to have become estranged from their practical aspects. Periodic return to a regular field assignment and perhaps, even occasional specialized assignments other than their present one might maintain a more realistic conception of the actual performance of the occupational tasks."[44] He continues to explain that "they may be concerned with job improvement, and the model traits selected, instead of being those most desirable for performing the presently existing job, may be more

appropriate for an idealized model of the policeman's function which they envision."[45]

If it can be proven that the traits selected by the recruits and instructors are the objectives of training, it then must be decided which objectives can be attained by the content of the curriculum and which are best implemented by learning experiences. From the lists William Wetteroth has provided, it appears that to attain most of the characteristics, the recruits need to undergo experiences which give them a chance to practice the desired behavior. Learning experiences must be created which foster these qualities.

3. Summary statement

From the literature it is evident that the selection of content for the curriculum can range from an unplanned eclectic approach to a thorough and systematic taking account of the known pertinent factors in the situation.

It is also evident that once subjects are selected, all recruits must take them. An individual's previous training or educational level is not formally considered.

Although educators and police authorities such as Thomas M. Frost advocate a student centered rather than a subject stressed curriculum, no references were located indicating that training is individualized.
George W. O'Connor recommends individualizing training so that a recruit would not have to repeat what he already knows and could learn what he needs to know.

4. Determining who plans the curriculum

Since curriculum decisions are value judgments by someone, existing training curricula are products of the value judgments of those who decided the curriculum. Knowing who planned the curriculum gives insight into knowing how the curriculum content has been selected.

a. Police agencies

Most often curriculum content is decided by the local police department. In some cases, curriculum is set up for a region, as it is recommended for the Detroit Metropolitan Region in Michigan. On the state level 23 states have enacted some form of training law indicating curriculum standards, 26 states and Washington, D.C. have none, and 1 state has a law pending.[46]

b. Consultants

A common factor of all approaches, however, is the inbred character of police training curricula. Unlike industry and education which commonly turn to experts in various disciplines to obtain ideas for program improvements, the police rarely seek consultants for added insight into curriculum improvement. In an article appearing in Police, Hans H. Toch advocates erasing the boundaries between groups by using outside consultants even though police agencies might feel threatened by such "infiltration."[47] He recognizes that sometimes when an outsider looks at a subject he sees things in a way the "old pros" have overlooked.

Some departments, however, have made use of consultants especially in the fields of community relations and human behavior. For example, the St. Louis Metropolitan Police Department indicates that it draws leaders of the Urban League and the N.A.A.C.P. for training in community relations[48] and also draws university staff members for discussions on psychological topics important to policemen.[49]

c. Police feedback

Not only should training specialists and outside consultants decide curriculum, but according to the report "Police Training in the Detroit Metropolitan Region," "Feedback from the police themselves regarding what they feel would be desirable in the various curricula"[50] should also determine curriculum decisions.

C. Organization of Curriculum Content

In the attempt to discover how police training curricula are organized, reference was made to the various curricula themselves as well as police literature. The subject-organized curriculum which lists the subjects to be covered and the amount of time devoted to each subject was found to be the most widely used method of organizing curriculum. Few references were found indicating whether the sequence for these subjects was planned or unplanned.

1. Organization according to subject and time

In the subject-organized curriculum, the selected body of subject matter becomes the material to be learned. The amount of time devoted to teach all the subjects varies.

a. "I.A.C.P. 88 Agency Survey"

The "I.A.C.P. 88 Agency Survey" of course offerings from a representative sampling of 88 large, medium, and small police departments, including state, sheriff, county and municipal agencies revealed the average number of hours devoted to training to be approximately 265 hours. (This figure is based on our partial summary of the raw data from the I.A.C.P. survey. The percentages in table I were calculated from this same data.)

Since most of the curricula are subject organized and described in terms of topic and length of time necessary to teach each topic, the "I.A.C.P. 88 Agency Survey" is extremely useful, for it describes curricula in similar terms.

From the information supplied, it was possible to compute the percentage of time allocated for each of the 12 main subject areas. The results appear in table I.

Table I

Basic Police Curricula Subjects by Per Cent of Total Hours

1.	Patrol	11.0 %
2.	Traffic	8.3 %
3.	Investigation	14.6 %
4.	Administration of Justice	20.3 %
5.	Social Science	3.7 %
6.	Police Training Skills	26.5 %
7.	Staff Services	1.0 %
8.	Program Time	2.9 %
9.	General	4.3 %
10.	Field Training	5.2 %
11.	Agencies	0.8 %
12.	Miscellaneous	1.4 %
		100 %

The computation of the percentages of time allocated for each main subject represents just the first step in analyzing the data of the "I.A.C.P. 88 Agency Survey." It is our intention to continue analysis of the data by seeing what additional raw data the I.A.C.P. can make

available, tabulating this data as well as the data we now have for computer programming, and analyzing the results. The questions which may be answered by continued analysis appear in Appendix A.

b. A. C. Germann's recommendations

In the literature two other references to the organization of curriculum content were found. A. C. Germann in Police Personnel Management lists the per cent of time recommended for each subject and Patrick Murphy in "Police Training in the United States: A Current Survey" describes the types of training employed in basic training programs.

A. C. Germann states that "the usual recruit course exposes the new employee to a vast amount of knowledge which is given in a relatively limited period of time-making retention most difficult. Even so, the recruit needs this orientation and perspective, and it should be arranged in a proper proportion." Germann's recommendations for the per cent of time to be allocated for each subject area appear in table II.

Table II

Recommended Basic Curricula Subjects by Per Cent of Total Hours[51]

1.	Orientation and General Background	15%
2.	Law	15%
3.	Patrol Techniques	10%
4.	Criminal Investigations	10%
5.	Traffic Techniques	10%
6.	Auxiliary Services and Special Problems	10%
7.	Special Skills	30%

c. "Police Training in the United States: A Current Survey" by Patrick Murphy

Patrick V. Murphy, in his study, describes the types of training employed in terms of mean average number of classroom hours. Table III, "Basic Police Curricula Subjects by Per Cent of Hours in Cities of Various Sizes, 1965," was constructed from this study and was presented in "Police Training in the Detroit Metropolitan Region: Recommendations for a Regional Approach."[52] Because the number of cities under 100,000 population conducting a

program in the topics mentioned was too limited, the table only presents per cents for cities over 1 million, 500,000 to 1 million and 100,000 to 500,000.

Table III

Basic Police Curricula Subjects by Per Cent of Total Hours in Cities of Various Sizes, 1965

	Over 1 Million	500,000-1,000,000	100,000-500,000
Ethics and Conduct	4.2	2.4	4.5
Arrest and Summons Procedures	3.6	6.8	9.3
Investigative Technique	20.8	9.1	14.1
Traffic Procedures	9.1	9.7	14.6
Forms and Reports	4.8	6.3	4.1
Constitution and Due Process	5.2	1.7	3.4
Criminal Law and Evidence	8.1	15.1	9.3
Human Relations	2.8	3.7	2.2
Race Relations	2.3	2.7	1.9
Assemblages	3.6	3.7	3.4
Physical Training	11.1	16.1	12.7
Firearms Training	19.7	13.4	13.4
First Aid	4.0	8.4	6.3

A comparison of the results from the I.A.C.P., A. C. Germann and Patrick Murphy reveals agreement in some areas and disparities in other areas. Additional research is needed to determine why these similarities and disparities exist.

2. Organization according to types of police action

Even though most of the material dealing with the organization of curriculum content concentrates on the subjects offered and the time devoted to each subject, references were located which deal with other methods of organization.

At the St. Louis Police Academy the curriculum is organized to have studies grouped according to the type of police action. Necessary skills and materials are related to these actions. The training moves from simple police actions (e.g., hospital report) to more complex ones (e.g., robbery plus injury). The St. Louis Metropolitan Police Department refers to this as a "linear program."

D. Methods of Instruction

Educators believe that what is taught is important, but the way it is taught is more important in determining the amount and quality of learning. Taba emphasizes that "the learning experiences, and not the content as such, are the means of achieving all objectives besides those of knowledge and understanding [italics in the original]."[53] "The objectives described as acquisition of knowledge-the concepts, ideas, and facts to be learned-can be implemented by the selection of content. On the other hand, the attainment of objectives such as thinking, skills, and attitudes cannot be implemented by selection and organization of content alone. To attain them students need to undergo certain experiences which give them an opportunity to practice the desired behavior."[54]

In an attempt to answer the question what methods and techniques are used to teach the curriculum-the concepts, ideas and facts as well as thinking, skills and attitudes-reference was made to the available literature. Several descriptions of the teaching methods, criticisms of these methods and recommendations for other methods were found.

1. Teaching methods

The main methods of instructing police recruits according to the Task Force Report: The Police are the following: lecture, discussion, discussion of assigned readings, simulation of practice, actual practice, field training, field observations, practice in the use of work devices, use of television, films and recordings. This instruction is conducted by either full-time or part-time instructors who are, for the most part, regular policemen. The need for additional talented instructors from other disciplines is noted.[55]

a. Lecture

Most training courses are taught almost exclusively by the lecture method.[56] Sometimes this method may lapse into a situation in which the instructor reads statutory definitions to the recruit in order to arrive at a definition of police authority.[57] On the other hand, this method can also be used "to let the policeman know that there are many points of view, many ways to look at a problem, or look at the same situation...that there aren't any absolutes or any complete authorities on anything in this particular field."[58] Even though the

lecture method might require less time for the instructor to "tell" the recruits what they must know, there is no proof in the available literature that this method is the best for attaining the objectives of basic training.

b. Simulation of practice

An educative technique, which is stressed by the Los Angeles Police Department, is simulation of practice. In the Annual Report of the Los Angeles Police Department Training Division, an account of this training procedure is presented. "Simulated field problems give each recruit an opportunity to apply what he has learned in the classroom to situations comparable to those he will encounter in the field. Members of the staff act as suspects, victims, and witnesses in these problems. The problems include simulated burglaries, field interrogations, purse snatches, violent mental cases, husband and wife disputes, homicides, robberies, drunk females, and landlord-tenant disputes. The performance of each recruit is critiqued and graded by an instructor."[59] Even in the physical conditioning segment of training, recruits in Los Angeles are subjected to constant physical and psychological

stress which would be similar to the conditions encountered in the field. "This stress often reveals latent characteristics which make the recruit unfit for police service. More often, however, it strengthens the body and the character of the recruit and expands his concept of his own limitations."[60]

No additional references to the use of this technique in other training programs were located.

c. Field training

Another training technique used to acquaint recruits with everyday street problems is field training. According to the President's Commission though, "only a small percentage of departments combine classroom work with formal field training."[61] Of the 88 agencies surveyed by the I.A.C.P. for the "I.A.C.P. 88 Agency Survey" only 36, or 41 per cent, made field training a department practice.

In Los Angeles, field training is accomplished by having each recruit work a full tour of duty under the guidance of an experienced officer. This is performed on weekends of the recruit's seventh through eleventh week of training. At the end of each tour, a report of the

recruit's activities is prepared which evaluates the recruit's present and potential ability as a policeman.[62]

The Winston-Salem, North Carolina Police Department has a program of field training which is slightly different from Los Angeles. A trainer-coach, who is very carefully selected, is used to choose problems which actually exist in the field for the recruit to act upon. The problems are so selected that the recruit progresses from simple to complex problems.

Even though the authorities such as Wilson recommend that field training should be integrated with classroom training, this practice is not followed by the majority of police departments.

d. New educational technology

As a result of improved educational technology, new technical aids for communicating information and learning a variety of skills are being used by some of the more progressive police academies. Los Angeles reports preparing flip charts, graphs, cartoons and training films. New York City uses regular broadcast television training programs as well as an extensive array of audio-visual

equipment. The New Jersey Police Training Commission reports experiments with the Edex student-response system, a device which can be programmed to give an entire lesson utilizing slides, films, filmstrips, and tapes.

2. Criticism of teaching methods

Evidence indicates that even though some forward looking police academies are using new techniques, the majority employ the old traditional methods.
William P. Brown states that "probably the least recognized and yet most important problem of police programs is the presence of something that might be called an academic dryness or lack of nourishment. Course offerings change little and chew over the standard fare with comparatively infrequent introductions of the new."[63]

3. Recommended teaching methods

Rather than use the old traditional forms of training, the President's Commission recommends the use of problem solving situations which closely parallel street situations.[64] According to educators a problem solving

approach makes it possible to go about learning the content while simultaneously exercising several mental functions: analyzing problems, inferring and making deductions, discovering and applying ideas and principles, practicing certain skills, and expressing feelings and attitudes. "These opportunities are presumably available most consistently in a problem solving approach."[65]

An adroit selection of police problems and a careful development of their dimensions could bring into play all that needs to be learned. However, the planning of this type of curriculum would require additional resources. Such a program takes expert thought and planning.[66]

CHAPTER IV

THE EVALUATION OF CURRICULA

A. Formal Evaluations

In the literature studied only two references to the evaluation of curricula were found. Dr. Robert N. Walker's guide for police training officers to help them effectively evaluate the results of their training courses was unobtainable at the present time. The other, Elmer C. Cone's "Evaluation of Police Training Programs," written in 1964, describes a method for evaluating training programs rather than an actual evaluation of curricula. Other than these two sources, we have been unable to locate any formal evaluations of curricula.

The reason for this absence might be that a complete and accurate evaluation of the content of curricula based on course titles alone (which is generally the only information available upon which to base an evaluation)

in hundreds of training programs is a very difficult task. Two reasons for this are: (1) Course titles do not reveal much about the actual content and the manner of presentation. Courses with the same title may be completely different. (2) At this time a comprehensive evaluation cannot be made except at the expenditure of great amounts of time and money.

The first step necessary for a comprehensive evaluation of curricula should be formal evaluation on the local level. It would be desirable for the training specialists to appraise the curricula of their own schools. (For that purpose, a checklist for evaluating training programs will be devised and presented at a future time, if personnel, time and facilities are provided.) These evaluations could then serve as a basis for a comprehensive evaluation of curricula.

B. General Critical Evaluations

Although only two references to formal evaluations of training curricula were located, a number of general

critical evaluations were discovered. For instance, a veteran officer has said, "A well known characteristic of police operations as well as training curricula is that too much attention is given to minor technical procedures while all too little guidance is given in the proper use of discretion for solving problems according to the formulated principles of police action. The policeman will be given detailed information on what to check before starting his patrol car, but he will not be given much guidance on when to shoot."

This criticism is reinforced by the following statement made by the President's Commission: "Instruction is limited to 'how to do' courses and there is far too little discussion of fundamental principles...the proper use of discretion is rarely stressed. Recruits receive too little background in the nature of the community and the role of the police; in two large departments that offer over ten weeks of training, less than two days are devoted to police-minority group relations...only a small percentage of departments combine classroom work with formal field training that would acquaint recruits with everyday street problems."[67]

Another criticism of the failure of recruit training to provide practical experiences is voiced by John H. McNamara. He claims that "the [New York City] academy training generally avoids discussion of many common practices which, to a greater or lesser degree, violate the rules of the department. Many experienced patrolmen and supervisors thought the academy had an 'unrealistic' or'impractical' orientation. In attempting to present the 'ideals' of police work, academy personnel were considered by many older officers to be overlooking critical aspects of police work. It was thus a common feeling among older officers that academy personnel must have never actually worked in the field units. For such officers in the field units this view of instructors served to explain that the typical recruit was unaware of what experienced officers considered as important practices in the field."[68]

The viewpoint expressed here is a limited one. McNamara takes the experienced officer's orientation as the acceptable one, that "whatever is, is right," and he disregards the instructor's motives for presenting the

"ideal." Although McNamara did not consider many other factors in the New York City situation, still this analysis might be useful for the training specialist when he considers the practicality of the courses he offered.

The emphasis on negative aspects in police training curricula is criticized in the Challenge of Crime in a Free Society and in the Michigan State University study of "Police Training in the Detroit Metropolitan Region: Recommendations for a Regional Approach."

The President's Commission reports that the training of policemen focuses "almost entirely on the apprehension and prosecution of criminals. What a policeman does, or should do, instead of making an arrest, or in a situation in which he may not make an arrest, is rarely discussed. The peacekeeping and service activities, which consume the majority of police time, receive too little consideration."[69]

According to the study "Police Training in the Detroit Metropolitan Region," "the curriculum is often burdened with the symbols and instruments of violence. While this is, to a great degree, necessary, it seems

equally important that the police view of life is not altogether dominated by these symbols."[70]

C. Summary

Except for two sources we have been unable to locate any formal systematic evaluations of basic police training curricula. General critical evaluations were located. These are, for the most part, negative in tone. Criticism centers on the impracticality of the training programs and the negative aspects in police training. Comprehensive, formal, systematic evaluations which look at total situations rather than just at certain parts are lacking. Attention should be given to such evaluations. From them observations and recommendations can be made for improving basic police training.

F O O T N O T E S

FOOTNOTES

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A P P E N D I C E S

APPENDIX A

Suggested Questions for Continued Analysis of Raw Data from the International Association of Chiefs of Police 88 Agency Survey.

1. What is the comparative relationship between the twelve major subjects of the collected basic curricula and each of the following factors:
    a. Size of the community.
    b. Different goegraphical regions, i.e., the Northeast, Southwest, etc.
    c. Different types of agencies, i.e., State, County, etc.
    d. Urban in contrast to rural communities.
2. What are the variations in the proportion of time devoted to each of the twelve major subjects of the basic curricula as the total amount of hourly training time varies from one agency to another?
3. Within each major subject what are the comparative emphases of the topics, using the survey group as the sample?
4. What differences are discernible between the curricula in states with mandated training and those without such legal requirements?
5. A. C. Germann prescribes a model curriculum in terms of percent of total time for each subject. How do these recommendations compare to the practices indicated by the International Association of Chiefs of Police survey?
6. Field training is generally acknowledged as of prime importance and is strongly recommended by authorities. What is

the relationship between the time devoted to field training and each of the following:

a. Size of the community.

b. Different geographic regions.

c. Different types of agencies.

7. What is the relationship between the amount of training, as indicated in these curricula, and the standing of the community in the Uniform Crime Report?

8. Are there any notable differences in the basic curricula between communities where riots have occurred and those where they have not?

9. Finally, if useful, the individual topics could be analyzed in relation to any of the above variables. For instance, human relations could be compared to geographical location, etc.

APPENDIX B

Persons Consulted as Part of Study

Robert McCann, Director	Chicago, Illinois Police Academy
Gerald Pierce, Ass't. Director	Chicago, Illinois Police Academy
Gerald McVey, Director	University of Wisconsin, Multi-Media Instructional Laboratory
Wesley A. Pomeroy, Undersheriff	Redwood City, San Mateo County, California
Raymond Hayes, Ass't. Professor Police Science Department	Sacramento City College, California
Gene S. Muehleisen, Executive Officer	Peace Officer Standards and Training, Sacramento, California
Captain George N. Beck, Director	Los Angeles Police Academy California
William Wetteroth, Professor	John Jay College, City University of New York
George W. O'Connor, Director Professional Standards Division	International Association of Chiefs of Police
Norman C. Kassoff, Professional Standards Division	International Association of Chiefs of Police
Leo Culloo, Executive Secretary	Police Training Commission of New Jersey
Leonard Harrison, Training Coordinator	Police Training Commission of New Jersey

John Cummings, Director Area Vocational Schools	New Jersey State Department of Education, Division of Vocational Education
Glenn Reeling, Ed.D.	Jersey City State College
Hugo Masini, Lt. Ass't. Professor	New York City Police Academy John Jay College, City University of New York
Robert N. Walker, Ph.D. Project Director	International Association of Chiefs of Police, Research Division
Lieutenant Berner, Ass't Director	St. Louis, Missouri Police Academy
Sergeant Paul Herman, Recruit Training	St. Louis, Missouri Police Academy
Captain Robert J. Roncker, Training Officer	Cincinnati, Ohio Police Department
Lieutenant Robert Heinlein, Ass't Training Officer	Cincinnati, Ohio Police Department